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FROM: BERLIN

TO: Secretary of State

NO: 885, JANUARY 27, 9 PM

PRIORITY

SENT PRIORITY BONN 826; REPEATED INFORMATION PRIORITY DEPARTMENT 885, USAREUR 206, LONDON, PARIS, MOSCOW UNNUMBERED

ALSO POUCHEO DCSI USAFE

REF: DEPT'S 1929 TO BONN.

SUBJ: BERLIN ACCESS

IN LONG MEETING THIS AFTERNOON AT BRITISH HEADQUARTERS BETWEEN ALLIED POLITICAL ADVISERS AND KOTSIUBA, RECOMMENDATIONS (1) AND (2) AS STATED BERLIN'S 778 WERE REJECTED, BUT SOVS EXTENDED DEADLINE TO FEB 10 FOR BEGINNING SOV STAMPING OF ALLIED TRAVEL DOCUMENTS.

BRITISH CHAIRMAN OPENED MEETING BY STATING THAT IN EFFORT MEET SOV DESIRE FOR ASSURANCE THAT MOVEMENT ORDERS BE USED ONLY FOR ONE ROUND-TRIP, POLITICAL ADVISERS HAD BEEN AUTHORIZED TO TELL IMMO THAT FIRM INTERNAL INSTRUCTIONS TO THAT EFFECT WOULD BE ISSUED

MEASURE PROPOSED BY WESTERN POWERS WLD ASSURE PRACTICAL SOLUTION THIS PROBLEM AND WLD THUS ELIMINATE ANY NEED SOV STAMPING OF ORDERS AFTER JAN 31. EXCEPTION TO THIS GENERAL RULE WAS TRAVEL DOCUMENTATION FOR TRAIN CREWS; IN CASE OF US THESE CREWS PERFORMED REPEATED JOURNEYS AND IT OBVIOUSLY IMPRACTICAL ISSUE 30 MOVEMENT ORDERS DURING ONE MONTH. BRITISH CHAIRMAN STATED

WE ATTACHED IMPORTANCE TO THIS AS MATTER OF ADMINISTRATIVE CONVENIENCE, AND SINCE TRAIN CREWS KNOWN TO SOVS CHECKPOINT PERSONNEL THIS SHLD PRESENT NO PROBLEM. HE THEN REITERATED

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THAT ALL OTHER PERSONNEL WLD FALL UNDER CATEGORICAL RULE OF ONLY ONE ROUND TRIP PER SET OF ORDERS.

KOTSIUBA MISLEADINGLY REPLIED THAT HE WAS IN MAIN SATISFIED WITH THIS PROPOSAL, THAT IT WAS NECESSARY TO HAVE ALL TRAVEL DOCUMENTATION USED ONLY FOR ONE ROUND-TRIP AS WAS CASE ON AUTOBAHN AND THAT SAME PROCEDURE MUST THEREFORE BE INSTITUTED ON THE TRAINS. HE EMPHASIZED THAT HE CONSIDERED MATTER OF TRAIN CREW ORDERS AS SEPARATE QUESTION AND WOULD PROCEED TO IT NOW THAT AGREEMENT ON STAMPING ORDERS AT MARIENBORN HAD BEEN REACHED.

WHEN TOLD THAT POINT OF WESTERN PROPOSAL HAD BEEN PRECISELY TO AVOID SUCH STAMPING HE PRETENDED MISUNDERSTANDING AND STATED THAT ORDERS TO START STAMPING ALLIED TRAVEL DOCUMENTS WOULD BECOME EFFECTIVE FEB 1. HE CLAIMED THIS MATTER HAD LOGICAL CONNECTION WITH DOCUMENTATION PROCEDURES DISCUSSED WITH WESTERN AUTHORITIES FOR SIX MONTHS, AND COULD THEREFORE NOT BE REGARDED AS INTRODUCTION OF SOMETHING NEW ESPECIALLY IN VIEW OF AUTOBAHN PRACTICE.

BRITISH CHAIRMAN THEN MADE RECOMMENDATION (2) IN BERLIN TEL 778 TO BONN, WHICH WAS REJECTED AS UNACCEPTABLE. KOTSIUBA EXPLAINED THAT ALLIED TRAIN COMMANDER SHLD SUBMIT MOVEMENT ORDERS ON CAR BY CAR BASIS. AFTER TWO STAMPS ORDER WLD BECOME INVALID. AS "COMPROMISE" HE PROPOSED THAT MOVEMENT ORDERS ONLY BE STAMPED ONCE ON INITIAL JOURNEY AND SIMPLY BE COLLECTED BY SOV CONTROL OFFICER AND RETAINED ON RETURN TRIP. AT THIS POINT POLITICAL ADVISERS SHOWED SAMPLE AMERICAN MOVEMENT ORDER WHICH HAD BEEN PREPARED WITH DATE STAMPS. KOTSIUBA STUDIED STAMPS BUT STATED NOTHING NEW OF "SUBSTANTIAL" IN THESE PROPOSALS, INSISTING THAT SOV SIDE SHOULD AFFIX STAMPS ON ORDERS. HE AGAIN PROPOSED CONSIDERATION OF TRAIN CREW ORDERS, ON CONDITION THAT ANY AGREEMENT REACHED WOULD DEPEND ON SOLUTION ENTIRE PROBLEM. AFTER INQUIRING RE SIZE OF TRAIN CREWS HE SUGGESTED THAT SOVS RECEIVE IN ADVANCE NAMES OF CREW MEMBERS FOR ENTIRE MONTH.

US POLITICAL ADVISER STATED THAT THIS PROPOSAL COULD BE REFERRED TO HIGHER HEADQUARTERS FOR STUDY BUT THAT SETTLEMENT OF FIRST ISSUE WAS PARAMOUNT. CHAIRMAN THEN REITERATED WESTERN POSITION, POINTING OUT THAT SOV PROCEDURE INVOLVED CONSIDERABLE DELAY, THAT TRAIN COMMANDER WAS NEITHER PERMITTED TO LEAVE TRAIN NOR LET DOCUMENTS OUT OF SIGHT. SCV PROPOSAL COULD THEREFORE ONLY

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LEAD TO DIFFICULTIES. MOREOVER, IT CONSTITUTED UNNECESSARY INTRODUCTION OF NEW PROCEDURE AFTER 13 YEARS OF RUNNING TRAINS WITHOUT STAMPING OF MOVEMENT ORDERS.

KOTSIUBA REJECTED THESE ARGUMENTS AND TROTTED OUT SOME OF SAME COMPLAINTS AS IN PARA 4 BERLIN 775 TO BONN. HE ALSO EMPHASIZED THAT AUTOBAHN TRAVELLERS FORCED ENTER SOV CONTROL OFFICE WHEREAS WITH TRAINS ONLY TRAIN COMMANDER INCONVENIENCED, NOT PASSENGERS.

POLITICAL ADVISERS POINTED OUT THAT NEW PROCEDURE THEY HAD PROPOSED WAS DESIGNED TO AVOID MISUNDERSTANDINGS, AND THAT IN VIEW OF OBVIOUS DIFFERENCE IN POSITIONS MATTER WOULD HAVE TO BE REFERRED TO HIGHER HEADQUARTERS AND THAT THEY WOULD COMMUNICATE FURTHER WITH KOTSIUBA.

KOTSIUBA PROVED FAIRLY ACCOMMODATING TO ARGUMENT RE DEADLINE, AND STATED THAT STAMPING PROCEDURE WOULD NOW BE PUT INTO EFFECT FEB 10.

AT BEGINNING OF MEETING KOTSIUBA INFORMED POLITICAL ADVISERS OF HIS DEPARTURE DURING FIRST HALF OF FEB AND INTRODUCED HIS SUCCESSOR, LT COL MARKUSHIN. IN SETTING NEW DEADLINE FOR FEB 10, KOTSIUBA INDICATED, HOWEVER, HE MIGHT STILL BE AROUND AND WOULD LIKE TO BRING THIS MATTER TO CONCLUSION, BUT THAT IN HIS ABSENCE HIS SUCCESSOR WOULD HAVE TO DEAL WITH PROBLEM.

COMMENT: ALTHOUGH THERE IS PERHAPS VERY SLIGHT CHANCE THAT SOVS MAY UPON FURTHER CONSIDERATION OF ALLIED PROPOSALS FIND THAT THEY PROVIDE BASIS FOR WITHDRAWAL THEIR DEMANDS, WE DO NOT RPT NOT BELIEVE WE CAN BASE FUTURE COURSE OF ACTION ON THIS POSSIBILITY. IN VIEW OF FACT THAT OBVIOUS NEXT STEP IF ALLIES WERE TO MAKE FURTHER PROPOSALS WOULD BE SOME FORM OF TRAIN-SIDE STAMPING PROCEDURE AT MARIENBORN, WE CONSIDER IT UNPROFITABLE TO ATTEMPT FORMULATE ADDITIONAL TRIPARTITE RECOMMENDATIONS IN BERLIN. THIS PARTICULARLY TRUE SINCE BRITISH AND FRENCH HERE DO NOT REGARD ISSUE OF STAMPING MOVEMENT ORDERS AS ONE ON WHICH THEY WISH TO HAVE SHOWDOWN WITH SOVS. WHILE THEY HAVE GONE ALONG WITH US LOYALLY SO FAR, THEY HAVE BEEN FRANK IN STATING THAT, WHILE THEY OBVIOUSLY WOULD PREFER TO AVOID IT, THEY DO NOT CONSIDER SOV DEMAND BASIC ENOUGH TO WARRANT SUSPENSION OF MILITARY TRAINS BOTH IN VIEW OF AUTOBAHN PRACTICE AND IN TERMS OF ISSUE ITSELF.

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IT MAY BE NOTED THAT MARKUSHIN, KOTSIUBA'S SUCCESSOR, GIVES IMPRESSION OF RATHER DOUR, DARK INDIVIDUAL, SOMEWHAT UNSURE OF HIMSELF AND PERHAPS BEWILDERED BY INTRICACIES OF BERLIN ACCESS PROBLEMS INTO WHICH HE HAS SUDDENLY BEEN PLUNGED. HE HAD LITTLE TO SAY AND SHOWED NO SIGNS OF ANY SENSE OF HUMOR, POSSESSION OF WHICH HAS BEEN ONE OF KOTSIUBA'S FEW REDEEMING GRACES. HE SAID THAT HE HAD JUST ARRIVED FROM MOSCOW, AND INDICATED HE HAD HAD LITTLE PRIOR EXPERIENCE IN GERMAN AFFAIRS.

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